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ORGANISATION MONDIALE DU TOURISME
WORLD TOURISM ORGANIZATION

CONFERENCE REGIONALE SUR LA COOPERATION INTRA-AFRICAINE EN MATIERE DE TOURISME

REGIONAL CONFERENCE ON INTRA-AFRICAN TOURISM COOPERATION

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Report of the regional Conference on intra-african tourism cooperation Niamey, Niger, 2-6 October 1984

A. ORGANIZATION

1. The Regional Conference on Intra-African Tourism Co-operation jointly organized by the United Nations Economic Commission for Africa and the World Tourism Organization took place in Niamey from 2 to 6 October 1984 at the invitation of the Government of the Republic of Niger.

B. PARTICIPATION

2. The following member States of the Economic Commission for Africa and of the World Tourism Organization participated in the Conference: Burkina Faso, Burundi, Cameroon, Central African Republic, Chad, Congo, Egypt, Ethiopia, Gabon, Gambia, Guinea, Kenya, Madagascar, Mali, Mauritania, Niger, Rwanda, Sierra Leone, Togo and Zimbabwe.

3. There were representatives from the following organizations and specialized agencies of the United Nations, Affiliate Members of the World Tourism Organization, and travel agencies: African Travel Association (ATA), Agency for Cultural and Technical Co-operation (ACCT), International Air Transport Association (IATA), International Hotels Association (IHA), Institute of Air Transport (ITA), United Nations Educational, Scientific and Cultural Organization (UNESCO), International Civil Aviation Organization (ICAO), African Civil Aviation Commission (AFCAC), Organization of African Unity (OAU), Union of National Radio and Television Organizations of Africa (URTNA).

C. OPENING OF THE CONFERENCE

4. His Excellency Ahmadou Nouhou, Minister for Trade and Transport of Niger, welcomed the participants and expressed his satisfaction at the decision taken by ECA and WTO to hold the Regional Conference on Intra-African Tourism Co-operation in Niger. He stressed how modest was Africa's share of the flow of world tourism earnings.

5. Among the many causes for this situation, he felt that the most crucial was still the dissipation of effort which resulted in individual and collective vulnerability. The African Heads of State who had reviewed this issue at Lagos on 28 and 29 April 1980 clearly confirmed the need for a comprehensive regional approach to the development of African economies. It was easy to understand that after the importance of tourism in the economic development of their States had been pinpointed at Banjul in 1978, no objective could have been more pertinent than the one selected for the Conference, namely, defining practical ways for inter-African co-operation; this was a vital step if their options and commitments were to be given material shape. It was normally acknowledged that co-operation was the only key to more active participation in world tourism flows, but there were still obstacles to the establishment of the necessary procedures for such co-operation. It was heartening to witness the increased efforts of both the United Nations and the World Tourism Organization, through their Regional Commissions, which took such fitting measures as the convening of the present Conference, at the very moment when Africa was reviewing the path towards unity. The Ministers also noted that while there was no lack of political resolve, structures and procedures for implementing the principal ideas of the strategy had yet to be found.

Subregional and regional co-operation needed to be bolstered by improvements in the quality and variety of African tourist products. Cases of subregional integration, though encouraging, should not blind Africans to the difficulties inherent in revitalizing the economies of the continent.

6. In a nutshell, it was necessary to identify and study the main lines of tourism co-operation, in all its aspects.

7. It was a colossal task which could only meet with success in the atmosphere of understanding, cordiality and tolerance in which they always worked.

8. He hoped that the Niamey Conference would provide an opportunity for agreeing on tangible methods for implementing the options and commitments which would be termed the "Strategy of Niamey".

9. The Deputy Secretary-General of WTO, after thanking the Government of Niger for the facilities offered to the participants and Joint Secretariat of the Conference, commented that this regional meeting followed on from the African Regional Conference on Tourism and Economic Development, also jointly organized by WTO and ECA, held in Banjul, Gambia, in 1978.

10. The Niamey Conference, taking inspiration from the Final Act of Lagos for economic development and from the Manila Declaration and the Acapulco Document for activities related to tourism and the movement of persons, should, after in-depth consideration of the documents submitted to delegations lead to the establishment of guidelines for a balanced course of action and decisions on the forms of co-operation that would be needed in Africa to continue the tourism promotion efforts courageously pursued decades earlier by the former International Union of Official Travel Organizations (IUOTO).

11. Given the limited time available, it was unlikely that detailed projects or programmes could be elaborated, but the decision makers might, in their wisdom, offer their opinions and advice as well as the necessary guidelines for defining future aims.

12. In that respect, WTO intended to co-operate with the United Nations Economic Commission for Africa, without discrimination of any kind and with the realism that was essential to avoid creating - through hasty deliberations - overlapping and duplication of efforts in the activities to be undertaken. That would run counter to the spirit of international co-operation and lead to wastage of human and financial resources.

13. From the consultations and negotiations which had already taken place with the members of the ECA Secretariat it might be asserted that such co-operation was desirable in the interest of all parties. The WTO Secretariat, with its accumulated knowledge of African matters and its permanent action on the continent through its Regional Commission, its regional operational units, its Technical Co-operation Section and the expertise it had inherited from the former IUOTO, always stood ready to strengthen such co-operation.

14. For a variety of reasons and notwithstanding the world financial crisis, domestic and regional tourism was tending to develop increasingly in all the continents. Considering that international tourist arrivals in Africa were only 8.22 million, whilst Europe and America absorbed 220 million world tourist flows, it was clear that policies pursued so far, if one could speak of tourism policies, needed to be reconsidered.

15. Overall, WTO had noticed that the function, role and value of tourism had so far been insufficiently understood by the States, with the result that not only in Africa but also elsewhere in the world a chaotic and confused situation existed, making it difficult to establish tourism policies and strategies and above all to engage in dialogue in that field.

16. No one can deny that tourism today suffers from a lack of political support all over the world. It is accordingly regarded as a marginal activity that could, at most, be used as a basis for self-congratulatory statements when the annual results of tourist seasons were announced.

17. Such an attitude should be corrected if States which were aware of the magnitude and of the social, cultural, political and economic role of travel and tourism, were to establish an administration with special responsibility for tourism and bestow upon it the necessary authority, power and resources to manage that important sector of national life.

18. It would, indeed, be idle to set up machinery for consultation and co-operation or to prepare plans and programmes if States lacked qualified administrations vested with the necessary powers to carry out the various decision-making responsibilities at their own level.

19. Accordingly, once the function, role and value of tourism had been acknowledged, States and their partners should give priority to the activities of manpower training and financing of tourism.

20. Concerning the development of human resources, the curricula used at present were inappropriate since people in the industrialized counties were most often not conversant with tourism services available in the countries; their curricula should therefore not be taken as models.

21. Indeed, domestic and subregional tourism in Africa were capable of creating a great many more job opportunities than international tourism, provided that the States promoted the establishment of facilities tailored to the needs of the local population and provided services that were consistent with their customs, aspirations and traditions.

22. It might be noted at present that particular attention was paid by the economic partners of the African States to the training of staff destined for the major accommodation establishments, to the detriment of the development of domestic and intraregional markets.

23. So far as financing was concerned, the developing countries clearly had other priorities and might well believe that travel and tourism were not priorities on the same level as agriculture, health, education, trade and the like.

24. That belief was based on the notion of profitability of international tourism and represented a limited view of the true values of tourism, as described and accepted by the Manila Conference.

25. While other critical sectors should maintain their priority, there was no cause to relegate tourism and the entire activity of travel to a secondary and subordinate position compared to other sectors of national activity.

26. Mr. Tchouta Moussa, representative of the Executive Secretary of ECA, read the message of Professor Adebayo Adedeji, Executive Secretary of ECA, who had been prevented by last-minute commitments from coming to Niamey.

27. In his message, the Executive Secretary of ECA apologized to His Excellency the President of the Republic of Niger, to the Government and people of Niger and to all the participants at the Conference.

28. On behalf of all participants, he thanked the Government and people of Niger, the party and the Camarya for their brotherly welcome and for all the arrangements made to ensure for all a pleasant stay in Niamey.

29. The Conference provided States with an opportunity to pool ideas, in the African way, on how to extend co-operation among Africans and to create the conditions most conducive to ensuring that dialogue between Africa and the rest of the world, on the subject of tourism, was worthwhile.

30. He pointed out that the issues he had raised at Banjul, in 1972, at the first joint ECA/WTO Conference on tourism were still pertinent. Despite progress made both quantitatively and qualitatively, he felt that it was worth considering:

- how the current state of organization of tourism in Africa, could help achieve the objective of a rational programme of co-operation and economic, social and political integration as well as a closer relationship between Africa and the rest of the world;
- the causes for the small share of Africa in world tourism;
- the strategy to adopt with respect to tourism and the importance that African countries should give to intra-African tourism.

31. Since tourism development in Africa was not entirely satisfactory and most of the issues raised had received only partial response, tourism in Africa needed to be reassessed to give proper consideration to Africans. That approach meant creating a new kind of product specifically for Africans.

32. ECA's activities in the field of tourism included assistance to African States, participation in international meetings and organization of conferences.

33. After discussing the various stumbling blocks to tourism in Africa and presenting the different agenda items, he observed that on several occasions, recommendations had been made to extend co-operation between States and professionals and to pool material and human resources, but those proposals had not been followed through, for lack of a tourism co-ordination machinery in Africa.

34. Furthermore, the development of tourism in Africa could not be achieved without external assistance. Close co-operation should therefore be rapidly established in Africa between development aid institutions, organizations for economic, social and cultural integration, and the organizers of the tourism sector.

35. Finally, the Conference might consider setting up structures governed by the following guidelines:

(a) consultation between government structures at the political and administrative levels;

(b) consultations among tourism professionals.

36. Before concluding his speech, he thanked all the organizations which had prepared and presented documents and in particular WTO for its active participation in the development of tourism in Africa and its endeavours to ensure the success of the Conference.

D. ELECTION OF OFFICERS (agenda item 2)

37. The participants elected the following officers:

Chairman:	Niger
First Vice-Chairman:	Gabon
Second Vice-Chairman:	Gambia
Rapporteur:	Ethiopia

E. ADOPTION OF THE AGENDA AND ORGANIZATION OF WORK (agenda item 3)

38. The participants adopted the following agenda:

1. Opening of the Conference
   (a) Statement by the representative of the Government of Niger
   (b) Statement by the Deputy Secretary-General of the World Tourism Organization
   (c) Message from the Executive Secretary of ECA

2. Election of Officers
3. Adoption of the agenda and organization of work
4. Report on tourism trends in Africa
5. Statements by invited organizations
6. Accommodation in Africa: characteristics, development and adaptation to market
7. The African tourist product and its markets
8. The state of facilitation: desired measures
9. Transport modes: air, road, rail, sea, river and lake
10. Development of human resources for tourism employment
11. The function of tourism and movements of persons in Africa
12. Intra-African tourism co-operation
13. Adoption of the report and recommendations
14. Closing ceremony

Tourism Trends in Africa (agenda item 4)

39. Document CRCIAT/84/3 on tourism trends in Africa, introduced by an official of the Conference Secretariat, took stock of the development of tourism during the 1960s, a time when a number of countries in the African region became independent. During this period, because of the major increase that was noted in international tourism, the African States had great faith in tourism to boost their economic development.

40. With regard to domestic tourism, the speaker noted the absence of statistical data for determining the potential domestic tourism demand. Certain social, economic and cultural factors which could determine the potential for tourism travel within the countries were mentioned.

41. The document on tourism trends in Africa also covered certain aspects of youth tourism, noting that this type of tourism was still marginal but represented a potentially important market for domestic tourism.

42. The introduction ended with a general overview of recent tourism trends in certain African countries and subregions.

43. However, the results obtained as well as the energy crisis and the recession immediately following the period concerned dampened the optimism of the early years and proved that the benefits of tourism were not to be found solely in economic aspects.

Discussion on tourism trends in Africa

44. The discussions which followed the introduction of the report on tourism trends in Africa centred on the following topics: tourism trends in Africa and its particular features, the roles of domestic and intraregional tourism, air transport and operating costs for African air routes, and intra-African co-operation.

45. Participants particularly noted that African countries do not pay as much attention to surface transport needs as they do to air transport needs. The ECA representative reminded the Conference of the existence of a diplomatic Conference on air tariffs which is based in Kenya.

46. In answer to these various questions, the Deputy Secretary-General of the WTO informed the Conference of the existence of a joint WTO/IATA Working Party for tariff problems. Introducing his paper on air transport, he referred to technical meetings organized by WTO in Douala, Republic of Cameroon, and Maseru, Lesotho, in which the African Civil Aviation Commission (AFCAC) and IATA had participated.

47. The ECA representative drew the attention of the Conference to the existence of a diplomatic Conference for discussing air transport tariffs. The Conference includes all the African airlines.

Statements by invited organizations (agenda item 5)

The cost of air travel in Africa

48. The representative of ICAO introduced document TRANS/TOUR/84/4/b on the cost of air travel in Africa. He first stressed activities ICAO had conducted over its forty years of existence, particularly the standardization of international civil aviation practices. ICAO had also organized conferences on facilitation and air transport. ICAO had dealt with operating costs and tariffs since the time it received that mandate from various air transport conferences.

49. Pursuant to AFCAC's recommendations, ICAO was conducting an analysis of air transport operating costs in Africa. The recommendations of the study would enable the countries, in consultation with airlines, to consider ways and means of reducing travel costs in Africa.

Scheduled airlines serving Africa

50. The representative of IATA introduced the document. He indicated that Africa had a high traffic growth rate and that some 7 million tourists had visited the continent. Air tariffs fell completely prey to the very high operating costs in Africa resulting from the price of fuel, monetary fluctuations and administrative costs. In the view of IATA, African tariffs were not the most expensive compared to those of the rest of the world and there were also several ranges of promotional tariffs in Africa. For the information of participants, IATA had a system of fixing air tariffs and had several years back adopted a new policy on the admission of certain organizations to tariff conferences as observers having the right to make statements.

Regional tourism in Africa and the impact of the tourism industry

51. The representative of IATA again introduced the documents related to this issue. He indicated that Africa had roughly 3 million intra-African tourists, very unevenly distributed among the subregions. Administrative procedures adversely affected intra-African tourism demand. To develop such tourism, consultation was required as were the adoption of a new policy and tourist product. Tourist infrastructures were poor and organization of air transport networks was inappropriate. He pointed out that world tourism earnings stood at $2.4 billion and that in spite of the problems tourism might generate, it did provide new jobs.

Action taken by International Hotel Chains to Develop Human Resources in Africa

52. The representative of the International Hotel Association (IHA) opened his statement by outlining the role of the International Hotel Association. He underscored the activities of two main international hotel companies, Intercontinental Hotels and Hilton International, and their experiences in Africa for over twenty years.

53. Touching on the heavy responsibilities borne by hotel chains in opening hotels in Africa, he confirmed the need for training African personnel prior to and after opening the hotel.

54. He mentioned the role played by the ILO and its relationship with the IHA.

55. He advised of the need for African governments to assist in obtaining work permits for young Africans to work abroad, by showing a readiness to issue work permits to expatriates on a reciprocal basis.

56. He further endorsed the need for African hoteliers to familiarize themselves with training programmes overseas and participate in refresher courses at training centres to enable them eventually to assume senior management positions in Africa establishments.

57. The international hotel chains have the advantage of being able to facilitate training abroad.

58. He emphasized the need for expatriates to be properly trained before being sent to Africa, not only to be of a certain age and have specific qualifications but should also be able to train staff.

59. He welcomed the proposed African Hotel Association which would become an active member of the IHA.

60. He concluded by imploring all present at the Conference to help in formulating guidelines for bridging the gap between the social needs of local African personnel and the needs of tourists, so as to improve tourism in Africa.

Horizontal Co-operation in Tourism and Technology Transfer in Africa

61. The ASCT delegate introduced document CRCIAT/84/1/f on horizontal co-operation in tourism and technology transfer in Africa.

62. He pointed out the risks of dependence which, in a way, resulted from tourism, and called for co-operation towards integration. These risks appeared in three different spheres, namely: (a) tourism infrastructure (facilities) (b) marketing and (c) training.

63. On the subject of tourism infrastructure, he said the inadequacy of domestic financial resources often obliged African States to resort to external loans, with the consequences that it entailed. On the technical side, he noted that African States called upon foreign consultants to design their projects.

64. With regard to marketing, he remarked that the tourist product was peculiar, in that it obliged the tourist to travel. Particular mention was made of the overall dependence of the developing countries and especially of the African countries in communications and in promotion and marketing due to the fact that most of them lack material, human and technical resources.

65. He referred to the problems of building up a tourism image of developing countries and the role of travel agencies and carriers as vital links in the marketing of the tourist product.

66. As regards the training of tourism executives, he deplored the absence of any training programme since the 1960s. This meant that African nations had to hire foreign staff, especially for management posts. Finally, he underscored the unsuitability of the training given to Africans abroad to the situation at home.

Accommodation in Africa: Characteristics, Development and Adaptation to Markets (agenda item 6)

67. A representative of ECA introduced document CRCIAT/84/5 on behalf of the joint secretariat of the Conference. After drawing attention to the primary role of the hotel industry in the development of tourism, he stressed that the design of hotels called for basically non-African human, technical and financial resources which led to a dependence of Africa on the outside world whereas the establishment of accommodation facilities should promote the socio-economic and cultural emancipation of the States. It was necessary for Africans to work in concert and to diversify their tourism options if their participation in the development of tourism was to be effective.

Summary of discussions

68. It emerged from the ensuing debate that:

(a) Transnational hotel corporations managed African hotels more in their interest than in that of the host countries;

(b) An African regional conference should be organized as soon as possible to establish an African Hotels Association and that action should be taken at the same time by African countries to arrest the adverse effects of the operations of transnational hotel chains;

(c) That the said conference should examine management contracts concluded with the transnational hotel chains in order to evolve a common African strategy in this respect. Furthermore, the African States should also set up an information network on hotel management contracts concluded with the transnationals;

(d) The problem of vocational training which is a sine qua non for effective control by African countries of their tourism resources should be given sustained attention by the countries. At the proposed meeting, the problem should be looked at from a global as well as an African standpoint;

(e) The African States should establish close co-operation among themselves with a view to harmonizing hotel classification standards and investment codes. Particular stress was laid on the need, during efforts to encourage investments, to take into account overall development objectives in such a way as to promote intra-African tourism.

The African tourist product and its market (agenda item 7)

69. Report CECLAT/84/6 was introduced by a member of the Secretariat. The document first of all stressed relations between the countries which received tourists in the African region and their partners in the principal generating countries.

70. As regards interregional tourism, the activities of African countries depended mainly on overseas markets compared to the competition among African countries to sell their products, it was noted that there was only limited competition among foreign tour operators, since there were a small number of firms competing to sell trips to Africa.

71. The African countries could certainly find tourist markets in most neighbouring countries if they focused attention on beneficiaries of paid leave wanting to travel. Even if this market wasn't big, it could help increase the turnover of local tour operators and improve the rate of utilization of their facilities. The intra-regional market would also make it possible to increase occupancy rates in hotels by making tourist operations more profitable. The same was true for the domestic market which can make a considerable contribution towards reinforcing a national sense of identity and unity. It was also an essential factor for the economic viability of national firms.

72. He also emphasized the role of national tourism administrations in the planning and marketing of the tourist product and in preserving an authentically African image. He proposed promotional activities for countries with low tourism rates, after having suggested guidelines for national tourism administrations in the planning and marketing of the African tourist product. Case studies, inter-State circuit projects and a scheme for jointly promoting the tourist product are presented as annexes to this report.

73. During the ensuing discussion, certain delegates argued that close co-operation was vital among African States because lack of co-ordination rendered them vulnerable. It was also noted that travel agencies were not philanthropists and that their partners should therefore adopt a more favourable negotiating stand. Governments should define their tourism products, promote them and negotiate ways to market them. To master the situation, it was necessary to co-operate and most often pool resources as well, and to harmonize and co-ordinate activities. As regards the protection, preservation and development of the natural and cultural heritage, the African States should, here as well, pool their resources and harmonize their activities.

The State of Facilitation: Desired Measures (agenda item 8)

74. The introduction by a member of the Secretariat indicated that African States, had in the Manila Declaration, in the Plan of Action and in the Final Act of Lagos, particularly stressed the need to ensure complete freedom of movement of persons between countries.

75. If current restrictions and procedures relating to law enforcement and formalities related to customs, importation and exportation of foreign currency, health and temporary imports were not made more flexible, there was a risk of jeopardizing Africa's complete integration into the network of world tourist flows and the reinforcement of its internal structure.

76. The report on the facilitation situation in Africa showed both satisfactory situations and others which needed improvement.

77. In this respect, the harsh treatment of intra-regional tourists compared to international visitors concerning the issue of visas should be changed. Although subregional groupings throughout the continent give topmost priority to Africa except in the case of Europe, it is nonetheless true that visas are required to travel from one country to another.

78. Generally speaking, on this crucial issue of facilities for travellers to cross frontiers, it should be recommended that the national tourism administrations, whose powers need to be strengthened, should take action in their respective countries with all the authorities concerned in order to gradually eliminate this obstacle to the movement of persons within the continent.

79. The activities of these administrations would be bolstered if they participated more actively in the work of already existing regional institutions, such as the WTO Commission for Africa, or universal ones such as the Facilitation Committee of the same organization.

Summary of discussions

80. The ICAO representative, after stressing the common endeavours of his organization and IATA in the field of facilitation and drawing attention of participants to several seminars convened by ICAO on this subject, emphasized the important role which ICAO expert missions played in Africa, especially when it came to facilitation at airports. The Deputy Secretary-General of WTO recalled the ICAO/WTO co-operation agreement which made it possible for the latter's Facilitation Committee, among its various spheres of authority to handle the issue of air transport facilitation, having a fuller knowledge of the situation. During the discussion, it emerged that while recognizing the need for national tourism administrations to take action to further libralize facilitation procedures, it was nonetheless vital not to lose sight of certain requirements in this area, especially in the context of national security. The AFCAC representative commented on the existence of facilitation committees in countries at the local or national levels, which consisted of national tourism administrations, customs and immigration authority groupings under the aegis of air transport authorities. One of the delegates pointed out that if States were being asked to relax their frontier formalities, it would be advisable to prevent certain abuses by informing future tourists that a tourist visa entitled them to engage only in tourism.

81. The Deputy Secretary-General of WTO stated that the WTO Facilitation Committee had strongly recommended the creation of national committees, but, in the absence of these, their responsibilities fell to the national tourism administrations.

Transport Modes: Air, road, rail, sea, river and lake (Agenda item 9)

82. A member of ECA secretariat introduced document CRCIAT/84/8 on the development of transport, its impact on tourism and on African experiences in the field of co-ordination and co-operation in the transport sector, as a basis for discussion by participants in their subsequent deliberations.

83. His paper provided a brief background to the transport situation in the 1970s which had inspired the African officials of ECA to request the proclamation of a United Nations Decade for Transport and Communications for Africa.

84. The objective of this Decade was to give an economic stimulus to the continent and to foster its physical integration through co-operation among African States, co-ordination of activities and harmonization of national legislation.

85. The development of transport went hand in hand with that of tourism and both made a major contribution to the economic development of African countries.

86. The outcome of the first phase of the United Nations Decade for Transport and Communications (1980-83) was encouraging and the prospects for the development of transport in the coming years were promising. Furthermore, the various objectives of the Decade, namely the elimination of physical and non-physical barriers, upgrading of existing transport infrastructures, staff training and co-ordination of different transport modes, would have a positive result on the development of intra-African tourism.

87. In the field of transport, co-operation and co-ordination had enabled African countries to establish the African Airlines Association (AFRAA), the African Civil Aviation Commission and two multinational civil aviation training centres as well as a Diplomatic Conference on air tariffs.

88. Apart from the consultation machinery set up for the Decade which took the form of the Conference of African ministers for transport, communications and planning, the inter-agency co-ordinating committee composed of various bodies dealing with transport, had provided a forum for the Africans to discuss their common problems and to find African solutions to African issues. This had led to the design of five trans-African highways, extremely useful to the development of intra-African tourism.

89. Through AFRAA, African airlines had decided in principle to create a grid system which would make it possible to link African capitals within less than 24 hours.

90. To conclude, the secretariat's official asked participants to draw the lessons from this African experience in considering the African structures to be established.

Summary of the Discussion

91. After the paper presented by the Conference Secretariat, the discussion took the form of an exchange of information and various explanations concerning the presentations given by ICAO and IATA. In relation to ECA's activities for eliminating non-physical barriers, particularly, the organization of the African Conference on freedoms of the air, it was pointed out that tourism officials would be welcomed at this conference scheduled to be held in Swaziland from 19-23 November 1984.

92. A request was also made for tourism officials to make use of experiences in the field of transport in order to establish African structures.

93. The delegates' attention was drawn to the contribution which the WTO Regional Commissions could make to the establishment of new air routes between the capitals of countries in the same region. They were reminded of the recommendations made by the two workshops, organized in November 1983 by the WTO Commission for Africa at Douala and Maseru, which were soon to be submitted to the meeting of the Commission at Addis Ababa in November 1984 so that States could review them and take decisions on them. He also commented that it was important for national tourism administrations to be closely associated with domestic-level decisions taken by civil aviation authorities, in conformity with recommendations of international conferences organized by WTO with the assistance of IATA, and by the above-mentioned workshops.

Development of Human Resources (Agenda item 10)

94. The representative of the secretariat presenting the report on the development of human resources for tourism employment observed that the document sought mainly to define criteria which should be used by senior African tourism officials to provide training at all levels to personnel

working in the tourism sector as promoters of tourist attractions and as tour operators both in State organizations and in tourist travel reception and information agencies.

95. These criteria were based on the long experience gained over the decades by national tourism administrations within IUOTO and then WTO, especially in seminars such as:

- Travel research Seminar on vocational training in tourism (Como, Italy, October 1966);
- International Seminar on vocational training in tourism in Africa (Nairobi, Kenya, September 1972);
- Seminar on tourism training in Africa (Nairobi, Kenya, May 1979);
- Study courses in hotel and tourism training for African countries (Bucharest, Romania, 1980);
- A number of regional seminars on various aspects of vocational training in tourism, such as the seminar to be held in Morocco in October 1984 and the one to be held in Australia, also in October 1984.

96. Along with these criteria, the WTO presented a study entitled: "Tourism and employment: enhancing the status of tourism professions", which was to provide useful food for thought.

Summary of the discussion

97. The Chairman read a telex message from the International Labour Office in which the organization apologized for not having been able to send a delegation to the Conference and which outlined ILO vocational training activities in Africa.

98. During the discussions, some African States expressed the wish for tourism training establishments that could receive their students, while others expressed doubt about the efficiency of seminars in this respect, especially considering the dependence they engendered by failing to train future trainers. The participants also pointed out that the term "development"

also meant making optimum use of trained personnel. In this connection, one delegation stated that the quality of staff trained in his country was sufficiently high for them to undertake the most complex professional duties, especially in the field of hotel management, meaning that the nationals could now assume managerial positions.

99. In answer to various questions, the Deputy Secretary-General of WTO pointed out that his organization had produced a world directory of tourism training establishments and that WTO's advisory role to States in this case could be in the form of sending operational missions designed to assist the States national authorities in planning vocational training projects. With regard to financing, he confirmed that the traditional source was UNDP, adding that some of the funds available for this programme had been cut and that when these projects were distributed in the framework of each country's IFF, governments tended to give priority to non-tourism projects. Concerning the ILO, the Deputy Secretary-General noted that while it was logical for the States to entrust their tourism training projects to the organization which they had mandated to cover all matters concerning tourism, the WTO nevertheless recognized the sovereign right of States to call upon the services of the ILO in carrying out certain tourism training projects. The WTO however found itself in a difficult situation when it was later reproached by certain disappointed States for not having advised against recourse to this source of assistance.

100. The establishment of institutionalized regional centres did not appear to be a satisfactory answer, and efforts should be aimed at more flexible procedures such as itinerant courses. Generally speaking, the agreement concluded between WTO and ECA gave grounds for hope for easier access to funds, thanks to the support of the latter organization.

101. The representative of the Executive Secretary of ECA, while commending the efforts deployed by the WTO to date in the field of tourism, said that the problem was not yet solved. Financing could be obtained from UNDP if the proper requests were made. ECA and WTO should adopt a new approach in this respect.

102. The Deputy Secretary-General of WTO drew attention to the complexity of UNDP procedures which had nevertheless made it possible for WTO to obtain financing for a number of projects. In the final analysis, however, it was up to the countries concerned to establish its own priorities; national tourism administrations should therefore be given the necessary powers.

The Function of Tourism and Movements of Persons in Africa (Agenda item 11)

103. The report on the function of tourism and movements of persons in Africa, introduced by a member of the Secretariat, drew attention to the Manila Declaration on World Tourism, particularly the responsibility of States in this area, considering the direct effects of this activity on social, cultural, educational and economic sectors of national societies.

104. The concept of tourism solely in terms of the movements of holiday-makers generating income or expenditure no longer corresponded to present-day realities and should be changed.

105. In its resolution 123(V), the WTO General Assembly had recommended that all appropriate measures be studied to gradually raise the standard of efficiency and responsibility of administration in charge of tourism and the movement of people to the same level as that of other departments dealing with the various national activities.

106. Among the functions which national tourism administrations should exercise, it was worth mentioning the preservation and development of the cultural heritage and natural assets of the African continent.

107. Finally, the report underscored the decisive role played by paid leaves in the development of contemporary tourism.

Summary of the discussion

108. After the introduction of the report on the function of tourism and movements of persons in Africa, of which the central topic had been previously discussed under other agenda items, the Deputy Secretary-General of WTO, in reply to a delegation's question, defined the function of "national tourism administrations".

Intra-African Tourism Co-operation (Agenda item 12)

109. An official of the secretariat introduced document CRCIAT/84/12. He briefly recalled the current situation of intra-African tourism co-operation and the areas in which it could be exercised. He then made proposals for the establishment of consultation machinery in this respect, namely:

(a) a Conference of African Ministers of Tourism which would be the highest inter-governmental body for policy-making, co-ordination and evaluation in the African tourism sectors. The Conference of ministers would convene every two years to select objectives, to review, assess, up-date and approve programmes, projects and methods for raising the funds necessary for executing projects;

(b) subregional tourism promotion committees responsible for subregional co-operation in exploitation of tourism resources and integration of development activities;

(c) an inter-agency co-ordination committee on tourism; this committee will be in charge of the activities of tourism development institutions and organizations in Africa;

(4) African associations for co-operation among tourism professionals:

4.1. An African hotels association;

4.2. an African association of tourism training centres;

4.3. an association for travel agencies and tour operators.

110. There was an exchange of views on this report. One delegate suggested that the Conference of African Ministers of Tourism should be established first and then at its instance create the other subregional and national co-operation mechanisms or to make them operational.

111. Other delegates felt that it would be preferable to establish bilateral and subregional machinery before proceeding onto regional ones. Attention was also drawn to the considerable progress made in certain African countries in the field of tourism development as a result of the Conference of Banjul.

112. On the subject of professional associations, it was felt that it might be wise to create a single association covering hoteliers, travel agents and tour operators who would co-operate in the planning and exploitation of the tourist product.

113. The secretariat was requested to draft a synthesis report on the work of the Conference along with draft resolutions.

ADOPTION OF THE REPORT AND RECOMMENDATIONS (Agenda item 13)

114. The Rapporteur presented the draft report of the Conference. This document which summarized the work of the Conference was adopted by participants without any changes since it was considered to be a true account of the deliberations of the conference. Two draft resolutions were then submitted to the Conference separately by the ECA and WTO secretariats.

115. Next, there was discussion of some vital issues on which there were differences of opinion. The two secretariats presented their viewpoints. It emerged from the discussions that:

(a) the Niamey meeting was within the scope of regular meetings organized by ECA in pursuance of decisions of the Assembly of Heads of State and Government of the OAU and its relevant authorities;

(b) the Niamey meeting sought to lead senior African authorities to think about issues relating to tourism in Africa, with a view to establishing structures for intra-African co-operation in tourism;

(c) the setting up of these structures would make it possible for tourism, one of the catalysts of development, to fulfil its role in Africa and make senior level administrative and political authorities aware of the role of tourism in Africa;

(d) the Conference of African Ministers of Tourism would be instituted as soon as possible (within the next two years), to bring an end to the current situation. ECA in co-operation with OAU and WTO was to ensure the institution of this Conference and its smooth operation by mobilizing the necessary assistance for carrying out the appropriate measures. The Conference of African Ministers of Tourism would be organized as a sectoral Conference on the same basis as the others set up by ECA for the transport, industrial and agricultural sectors;

(e) the other regional and subregional co-operation machinery would be established at the instance of the Conference of African Ministers of Tourism;

(f) African States should henceforth give priority to national and intra-regional tourism in order to make existing tourist facilitaties profitable and to develop intra-African tourism links so as to enable a greater number of Africans to travel;

(g) special attention should be paid to the operation of accommodation facilities and the activities of transnational hotel management corporations should be closely watched. An African Conference would be organized as soon as possible to formulate a common strategy of African States in this respect.

116. The draft resolutions submitted by the ECA secretariat were adopted after amendments in the light of the foregoing (see Annexes 1 and 2).

Closure of the Conference (Agenda item 14)

117. In his closing statement, Mr. Ahmadou Nouhou, Minister of Trade and Transport underscored the tangible results obtained as a result of deliberations of the Conference and expressed satisfaction with respect to the establishment of structures for intra-African co-operation.

118. The Conference of African Ministers of Tourism which would convene every two years was the highest body for co-operation at the continental level.

119. The inter-agency co-ordinating committee for tourism would make it possible to co-ordinate the activities of tourism organizations and institutions.

120. The President of the Conference emphasized that these two bodies represented an expression of the will of African States, henceforth, to pay to tourism that attention necessary for its development and its integration in the other activities aimed at ensuring the well-being of the African peoples.

121. He recalled that issues of vital importance to the future of tourism in Africa had also been dealt with by the Conference. These issues included travel costs in Africa, professional training needs and the establishment of a structure for joint promotion of tourism in Africa.

122. The President also emphasized the role that the Economic Commission for Africa (ECA) would from henceforth be called upon to play with respect to tourism in Africa. The President expressed the conviction that the other organizations including the WTO would co-operate fully with ECA to execute planned projects and programmes.

123. Before declaring the Niamey Regional Conference of Intra-African Tourism Co-operation closed, the President of the Conference, on behalf of the Government and People of Niger, thanked all the participants to the Conference, particularly the organizers ECA and WTO, for making Niamey that venue of the important decisions which had just been taken. He also congratulated them for the results of the Conference and wished them a safe return home.

RESOLUTIONS ADOPTED BY THE CONFERENCE

RESOLUTION NO. 1

The Regional Conference on Intra-African Tourism Co-operation, held in Niamey, Niger, from 2 to 6 October 1984.

Aware of the importance of tourism for the economic, social and cultural development of African States,

Reaffirming the importance and the need for the States to pursue a concerted tourism policy in order to harmonize and render their tourism development activities on the continent as a whole more effective, and to avail themselves of the means to carry out this work,

Noting the existence of both physical and non-physical barriers to the harmonious and profitable development of tourism in Africa,

Confirming the advantages of co-operation and co-ordination in avoiding the dissipation of efforts, the wastage of resources and the weakening of the facilities for marketing African tourist product,

Aware of the need for closer co-operation between African States for the development and exploitation of African tourists resources so as to bring about the economic, social and cultural integration of Africa,

Recalling the "Declaration of Commitment of the OAU Heads of State and Government at Monrovia on the guiding principles and measures to be taken to achieve national and collective self-sufficiency in economic and social development so as to establish a new international economic order and to set up an African common market which would usher in an African economic community", as well as the relevant provisions of the Plan of Action and the Final Act of Lagos for the economic development of Africa,

Recalling further the Manila Declaration on Tourism, the Acapulco Document and the relevant resolutions of the United Nations General Assembly,

Noting with satisfaction the working arrangement signed by WTO and ECA for coordinating the endeavours of these two organizations and avoiding any duplication of responsibilities that may jeopardize the interests of the African States,

Taking note of the report on intra-African tourism co-operation:

1. Decides to establish in Africa, at the highest level, a permanent co-ordination structure to be called the "Conference of African Ministers of Tourism" which will convene every two years;

2. Requests the Executive Secretary of the Economic Commission for Africa and the Secretary General of the World Tourism Organization, to study the possibility of establishing an ad hoc machinery for co-ordinating the activities of regional and subregional tourism development institutions in order to resolve the problems of transport and facilitation;

3. Also requests the Executive Secretary, in co-operation with the World Tourism Organization (WTO) and the Organization of African Unity, to make the necessary arrangements for convening the Conference of African Ministers of Tourism and for setting up the co-operation machinery referred to in paragraph 2;

4. Further requests the Executive Secretary of the Economic Commission for Africa to ensure the implementation of the present resolution and to report to the ECA Conference of Ministers and the OAU Council of Ministers.

RESOLUTION NO. 2

The Regional Conference on Intra-African Tourism Co-operation, held in Niamey, Niger from 2 to 6 October 1984.

Considering that African Tourist product is outward - looking and closely dependent on external markets and most often does not meet the real needs of the African countries;

Considering that tourism training is essential for Africans to enable them to participate effectively in the development and exploitation of their tourist resources;

Considering that the stimulation measures inherent in current investment codes favour the establishment of inter-regional tourism structures;

Considering that agreements currently in force for management companies do not take account of the real needs of the host countries;

1. Recommends that priority should henceforth be given to the development of domestic and intra-regional tourism so as to eliminate current distortions, to make tourist infrastructures more profitable and to increase intra-African tourist flows;

2. Requests the Economic Commission for Africa, in co-operation with the World Tourism Organization and other institutions and bodies:

   (a) to undertake a general study of the personnel needs of African tourism and to propose, firstly, practical measures to adapt training to the needs of the countries and of the region, and, secondly, training infrastructures and methods to be used; and

   (b) to conduct a general study for the establishment of a joint tourism promotion system in Africa;

   (c) to convene an African general conference on hotel management in order to draw up a common strategy of African States in respect of the transnational hotel management firms;

3. Requests furthermore that the African States establish an information circuit with each other and with ECA on the activities of the transnational firms;

4. Requests the Executive Secretary of ECA to provide for the implementation of the present resolution and to report to the ECA Conference of Ministers on the activities undertaken in this respect.

RESOLUTION NO. 3

Vote of thanks

The Regional Conference on Intra-African Tourism Co-operation, held in Niamey, Niger, from 2 to 6 October 1984.

Convinced of the importance that the Government of Niger attached to tourism and co-operation among African States;

Considering the brotherly welcome extended to participants and the excellent working conditions offered to the Conference;

1. Expresses satisfaction at the results obtained;

2. Extends its gratitude to Brigadier General Seyni Kountché, Chairman of the Supreme Military Council and Head of State of the Republic of Niger and to the people of Niger for their contribution to the ideal of African co-operation and unity;

3. Requests the President of the Conference, the Minister of Trade and Transport to kindly transmit the present resolution to His Excellency the Chairman of the Supreme Military Council and Head of State of the Republic of Niger.